

FY2006
Draft



Anthony A. Williams, Mayor

FIVE YEAR CONSOLIDATED PLAN FOR THE DISTRICT OF COLUMBIA

(OCTOBER 1, 2005 - SEPTEMBER 30, 2010)

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Stanley Jackson

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August 2005

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FIVE-YEAR STRATEGIC PLAN, FY 2006-2010

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Application for Funds from U.S. Department of Housing and Urban Development

An original, signed hardcopy of SF424 is provided to the local HUD CPD office.

? **A. Submission**

Submission type is (choose one of the three below):

1. ☒ **Strategic Plan with Annual Action Plan**

- a. Period covered in years is: 3 ☒ 4 ☒ 5 ☒
- b. Timeframe covered (mm/dd/yr) is from 10/01/06 to 09/30/10
- c. Submission date: 8/15/05
- d. Type of Submission (Check one in each of the two columns below):

<input checked="" type="checkbox"/> Original	<input checked="" type="checkbox"/> Full Plan
<input checked="" type="checkbox"/> Update	<input checked="" type="checkbox"/> Abbreviated Plan
<input checked="" type="checkbox"/> Amendment: Minor	
<input checked="" type="checkbox"/> Amendment: Substantial	

2. ☒ **Annual Action Plan only**

- a. Timeframe covered is from
- b. Year of Strategic Plan period for this submission: 1 ☒ 2 ☒ 3 ☒ 4 ☒ 5 ☒

3. ☒ **Annual Performance Report**

- a. Timeframe covered (mm/dd/yr) is from to
- b. Year of Strategic Plan period for this submission: 1 ☒ 2 ☒ 3 ☒ 4 ☒ 5 ☒

4. Catalog of Federal Domestic Grants (Amounts will appear in '06 Action Plan)

Assistance Numbers	Assistance Titles	Amounts of Application Requests
14-218	<input checked="" type="checkbox"/> Community Development Block Grant (CDBG)	\$
14-239	<input checked="" type="checkbox"/> HOME Investment Partnership Act Grant (HOME) ADDI '03 and '04 (part of HOME)	\$ \$
14-231	<input checked="" type="checkbox"/> Emergency Shelter Grant (ESG)	\$
14-241	<input checked="" type="checkbox"/> Housing Opportunities for Persons with Aids (HOPWA)	\$
14-900	<input checked="" type="checkbox"/> Lead Based Paint Hazard Control Grant	\$
14-905	<input checked="" type="checkbox"/> Lead Hazard Reduction Demonstration Grant	\$



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B. Applicant

1. Name: **District of Columbia**
2. Identifier:
3. Employer Identification Number (EIN): **53-6001131**
4. DUNS number: **072634306**
5. Applicant is (choose one):
 - ☒ Local Government: City
 - ☒ Local Government: County
 - ☒ Consortia

State

- ☒ District of Columbia

6. U.S. Senators None

7. Names of Members of Congress for this jurisdiction Congressional Districts
The Honorable Eleanor Holmes Norton **The District of Columbia**

8. Applicant/Grantee Representative:

Name: Jalal Greene

Title: Acting Director, Department of Housing and Community Development

Telephone Number: (202) 442-7210

9. Certification

“To the best of my knowledge and belief, all data in this application are true and correct, the document has been duly authorized by the governing body of the applicant, and the applicant will comply with the attached assurances if the assistance is awarded.”

Signed (enter PIN): Jalal Greene, Acting Director

Date signed: August, 2005

10. Contact Person for matters involving this application:

Name: Kay C. McGrath

Title: Special Assistant to the Director (DHCD)

Telephone Number: (202) 442-7276; Fax Number: (202) 442-7290;

E-mail Address: kay.mcgrath@dc.gov

C. For HUD Use Only

1. Is applicant delinquent on any Federal debt? ☒ Yes ☒ no

2. Is application subject to review by State Executive Order 12372 process?

☒ Yes.

This application was made available to the E.O. 12372 process for review on

☒ No. This program is not covered by E.O. 12372.

☒ N/A. This program has not been selected by the State for review.



DRAFT

3. Date Plan submitted: August , 2005
4. Date Plan Review due (45 days from HUD CPD receipt)
5. Date Plan Review completed
6. Plan approved ☐ yes Date
Or
☐
Extension granted ☐ yes ☐ no Date
Quantity of days extended
Explanation
Date Grantee signed off Date HUD signed off
Recommended actions

7. Reviewing offices (check those that will be reviewing):

☒ **FOD**
☒ **FHEO**
☒ **SF**
☒ **M**
☒ **CPD Relocation**
☒ **CPD FA**
☒ **CPD CPS**
☒ **CPD EO**
☒ **IG**
☒ **OGC**
☒ **Other**

8. Check any of the following that have been included in this submission:

☒ SF 424 in original signed hardcopy

Certifications

☒ Electronic version ☒ Original signed hardcopy

Maps

☒ Electronic version ☒ Original signed hardcopy

Databases

☒ Electronic version ☒ Original signed hardcopy

☒ **Public comments**
☒ **Replies to public comments**

PART I. EXECUTIVE SUMMARY

This document contains the Five-Year Consolidated Plan for the District of Columbia, (Fiscal Years 2006-2010), identifying policies and strategies to address the housing and community development needs of low to moderate income residents with funds from the following federal entitlement grants: Community Development Block Grant (CDBG); the HOME Investment Partnerships Program (HOME); the Emergency Shelter Grant Program (ESG); and the Housing Opportunities for Persons with Aids Program (HOPWA). Accompanying the Five-Year Plan is the District's FY 2006 Annual Action Plan which contains the District's first year plan for implementation of its strategies, a budget, and required Certifications.

The projections contained in these two documents are based on continuation of HUD entitlement funding at approximately the level of the District's Fiscal Year (FY) 2005 and the same federal programmatic processes and requirements. The projections also are based on the same or greater local funding for housing production. Changes in these funding sources and parameters will require the District to revise these plans.

Additionally, the housing market in the District of Columbia is changing daily. Estimates made today for five years from now may be obsolete within a few months. The housing crisis situation is very real and will be a challenge throughout the five-year plan cycle.

A. The Five-Year Consolidated Plan contains the following:

- ? Application to HUD for entitlement grants under the Five-Year Consolidated Plan and Annual Action Plan for FY 2006
- ? Part I Executive Summary
- ? Part II Demographic and Economic Profile
- ? Part III Housing Profile
- ? Part IV Needs & Priorities: HUD designated "Needs" Tables
- ? Part V A Strategic Plan: How the District will meet its priorities; Identification of program goals and measures; and

B. The Consolidated Annual Action Plan, FY 2006

Appendices:

- A. Maps of Areas of Low-Income and Minority Concentration
- B. HOPWA Report
- C. Continuum of Care
- D. Public Notice, Discussion of citizen comments, DHCD responses,
- E. DC Housing Authority Two Year Plan
- F. DC Housing Authority "Move-To-Work" Plan

Note on Tables: The Department of Housing and Community Development has used the tables in HUD's Consolidated Plan Management Process (CPMP) tool to capture its housing, special needs population, homeless family and individual population, and community development needs information (Table 6, Table 9, Table 12 through Table 14, and Table 15, respectively).

PROFILE OF THE DISTRICT OF COLUMBIA

The portrait of the District of Columbia painted by the 2000 Census and analytic studies of regional organizations is one of contrasts and challenges: There was both an increase in the level of poverty (+20%) and an increase in the median income (+30%); a 5.7% decline in population but an increase in household formation; an increase in racial and ethnic diversity with Hispanic and other non-Hispanic groups constituting a greater share of the District's population; a decrease in middle-income families and an increase in lower-income families.

The gap between rich and poor has widened according to Census Data. The overall poverty rate increased from 16.9% in 1989 to 20.2% in 1999. Within that poverty rate, a staggering 31.7% of DC children were living in poverty, an increase of 6.2%. Even though median income increased by more than 30% (from \$30,727 to \$40,127) 45% of all DC households have incomes less than \$35,000.

According to a study by the D.C. Fiscal Policy Institute, as reported in *The Washington Post* on July 22, 2004, the average income of the top 5% of DC households was \$186,830, and the average household income for the poorest 5% was \$6,126. This gap placed the District of Columbia among the nation's five big cities with the largest gap between rich and poor. Additionally, this study found that half of the richest households, with incomes starting at \$89,814, are married. Among the poorest, where incomes topped out at \$14,000, six in 10 were single, living alone. Single mothers accounted for more than a quarter of the poorest households, and only half of working age adults in the poorest households held jobs.

Employment opportunities are shrinking for residents with limited education, and housing choices have become even more limited for those earning less than \$35,000 annually. There is a clear conflict between the current trends in economic and housing opportunities and the ability for the District to retain and promote affordable housing for lower income residents.

Priorities: Affordable Housing and Neighborhood Revitalization

The affordable housing crisis affects the entire Washington metropolitan region. Housing production has not kept pace with job growth. Job growth in the region will leave behind those residents without college educations or advanced training. Left to market forces, affordable housing will not be a priority in the region or in the District of Columbia. Intervention by the government is essential to protect existing housing opportunities and to retain an economically diverse population.

The rapid changes in the economy of the District of Columbia, and the consensus from community consultation, have reinforced DHCD's commitment to focus in the 2006-2010 period on assisting low- and moderate-income households and communities through:

- ? creation and retention of affordable housing,
- ? expansion of homeownership opportunities, and
- ? support of neighborhood economic and community revitalization.

Five-Year Goals

It is important to note that DHCD is one third of a partnership which includes the District of Columbia Housing Finance Agency (DCHFA) and the District of Columbia Housing Authority (DCHA), which is challenged with meeting the housing needs of the residents who are unable to locate affordable private market housing.

Over the five years of the Consolidated Plan, assuming the current levels of federal and local funding, the District is planning to provide funding for development of more than 7,500 affordable homes for renters or owners and to assist 1,200 residents become first-time homeowners. The majority of these new owners will be from minority populations. In its efforts to preserve and create diverse housing opportunities, DHCD will include incentives for developers to increase housing for homeless persons and for residents with special needs. The Department will also include assistance for tenants to become homeowners by converting their rental apartments to condominiums or cooperatives; and DHCD will provide counseling on a range of housing-related and income-management topics to enhance residents' ability to compete in the housing market.

To retain neighborhood-serving businesses and create opportunity for local jobs, the Department will continue to provide technical assistance, funding for façade improvement, micro-loans and other supportive services for small businesses. Additionally, through the funding of development projects, DHCD will be able to fund approximately 10,000 temporary jobs. Given the gaps in education and training in some parts of the DC population, these temporary jobs continue to fill an unmet need.

Over the next five years, the District will also be moving in an aggressive way to address poverty through a holistic approach. The effort will be targeted to specific high-poverty/ high- crime neighborhoods. As part of its strategy for affordable housing and commercial revitalization, DHCD will be heavily involved in addressing the needs for affordable housing and community assets in these targeted communities.

DHCD will work with all resources—both government, non-profit, for-profit— to address the housing, social, educational, employment and safety needs of the families in the communities selected for this multi-faceted attack on poverty. A new approach is needed to meet the challenge of poverty that is increasing in the midst of considerable economic growth. Initiatives under this anti-poverty strategy will be undertaken with community consultation, and will be comprehensive and long-term.

PART II. DISTRICT OF COLUMBIA DEMOGRAPHIC AND ECONOMIC PROFILE

A discussion of the District's housing and community development goals must be framed within the demographic, economic and housing profiles of the jurisdiction. A ward-by-ward analysis of the available data, where it is available, is included in this Part.

POPULATION AND HOUSEHOLD COMPOSITION

According to the U.S. Census for Year 2000, the District has a population of 572,059 residents. This represents a 5.7 percent decline over the 1990 population of 606,900. These residents compose 248,338 households. See Figure 1.

Notably, there was a shift in where District residents live. Over the decade, population grew in Wards 1, 2 and 3 while falling elsewhere. Population losses were particularly high in Wards 5, 7 and 8. (See Figure 2.)

Within the overall population, the share of working age, elderly and youth has remained proportionate over the decade. By ward, however, there have been changes in household composition. The share of the elderly population as a total of all residents dropped significantly in Wards 1, 2 and 3 while growing in Wards 5 through 8. The share of the youth as a total of all residents fell in Wards 1 and 2 but grew in other wards, and by as much as 10 percent in Wards 4 and 8. Some wards in the eastern part of the District

Figure 1: District Population and Households, 1999-2000

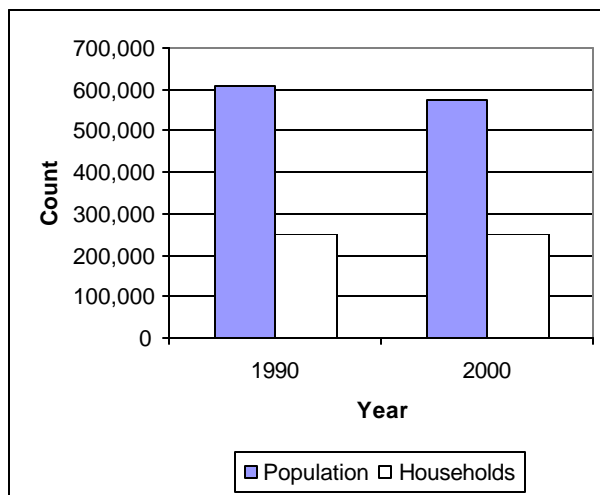
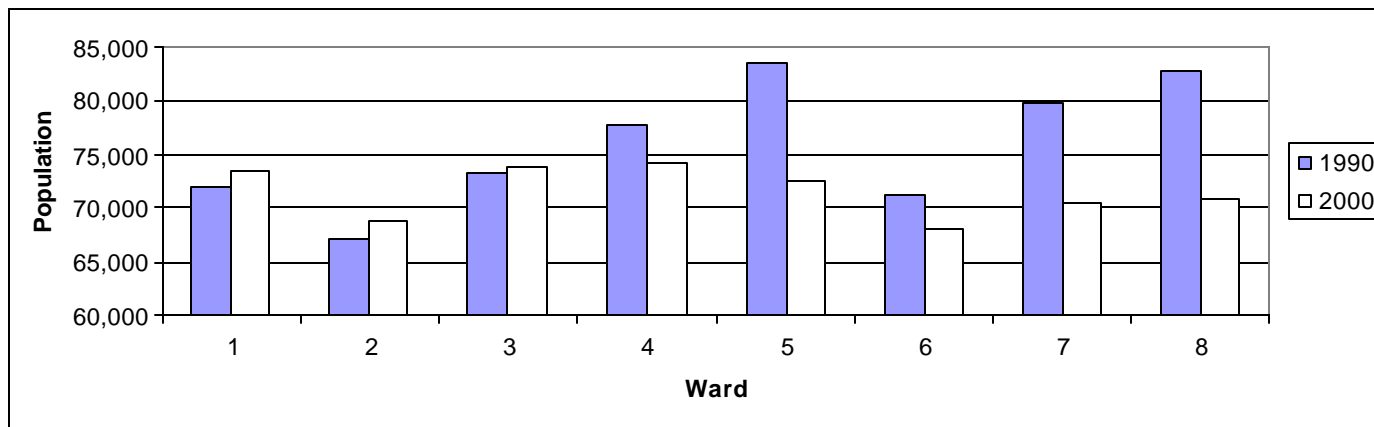


Figure 2: Population Distribution by Ward, 1990-2000



saw both relative and actual declines in the share of working-age adults among the population, while the working-age adults became a larger percentage of the population in the center city.

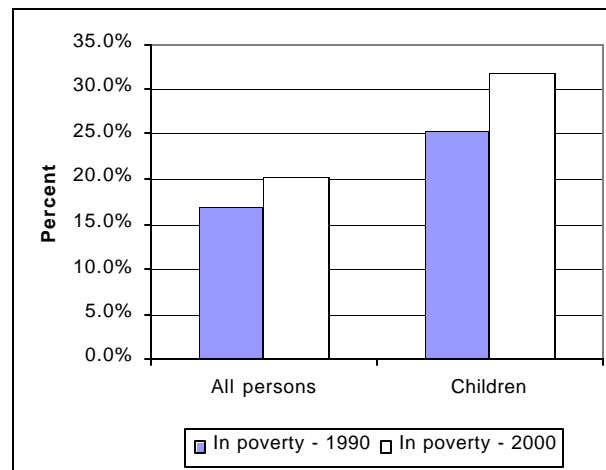
Income and Poverty

Over the decade, median household income has increased by more than 30 percent, from \$30,727 to \$40,127. At the same time, however, the poverty rate increased by nearly 20 percent, from 16.9 percent of the population to 20.2 percent. (See Figure 3.) For children, the situation is particularly dire: the percentage of children living in poverty increased from 25.5 percent in 1990 to 31.7 percent in 2000.¹ These trends suggest a widening gulf between rich and poor within the District, especially among family households.

Within the population figures, there are significant differences between the wards. The rate of increase in median household income was 47.5 percent in Ward 1 and 59.0 percent in Ward 3, but only 21.5 percent in Ward 7 and 23.4 percent in Ward 8. Conversely, the rate of increase in the poverty rate was less than 5 percent in Wards 1 and 2, but more than 25 percent in Wards 4, 5, 7 and 8. (See Figure 4 on the following page.)

Certain populations exhibit even greater poverty. According to the October, 2000 D.C. Agenda report, just over 50 percent of all children living in Ward 8 live in poverty, and more than one third of the children living in Wards 1, 6 and 7 live in poverty. In Wards 2 and 5, approximately one-quarter of the children live in poverty, and nearly one-quarter of the seniors in Wards 1, 6 and 8 live in poverty. This trend reflects the shifts in population age in the wards, with wards that have increasing shares of elders and children also having increasing levels of poverty.

Figure 3: All Persons and Children in Poverty, 1990-2000



The number of high-poverty census tracts—where at least 30% of the households live below the poverty level – increased from 36 in 1990 to 43 in 2000. The number of extreme-poverty tracts –where at least 40% of the households live below the poverty level – increased from 10 to 23. Most of these census tracts are located east of the Anacostia River. The populations within the high-poverty census tracts have also increased—indicating an increased concentration of poverty. (See Appendix A for a map showing areas of low-income concentration.) Finally, according to the Census data, twenty-two

¹ “2000 Census Numbers Reveal Higher Poverty Numbers in the District by Ward and Neighborhood Cluster”, D.C. Agenda Neighborhood Information Service, October 2002.

(22) percent of the population five years and older reported having a disability in 2000, and 25 percent of all persons reporting a disability live in poverty. (There were 113,982 individuals who reported having a disability in 2000.) Disabilities may include visual, hearing or mobility impairments, mental impairments, or a self-care disability.)

Increased Diversity

Diversity in the makeup of the DC population increased over the decade of 1990-2000, according to the census data. The Black population declined by almost six percent, and the combined increase in the White, Hispanic and Other, Non-Hispanic residents was 5.9 percent.

Table 1: District Population by Race (2000 Census)

Race	DC 1990	DC 2000
White	27.4%	27.8%
Black	65.3%	59.4%
Hispanic	5.2%	7.9%
Other, Non-Hispanic	2.1%	4.9%

See Appendix A for additional detail, including areas of minority concentration.

EMPLOYMENT PROFILE

Employment and Business Data

According to the Census, the resident workforce in the District as of the end of 2001 stood at 277,900, down from 314,600 in 1991, a decline of 11.7 percent. Although there had been a decline in unemployment during the decade, data supplied by the DC Department of Employment Services (DOES) for November 2004 indicated that unemployment had again increased to 8.7%. Unemployment ranged from a high of 16.3% in Ward 8 (an increase of 3.3% since Nov. '03) to 2.9% in Ward 3 (an increase of .6%). According to the Census information, Ward 8 also had the smallest labor force of the District's wards.²

The entire District workforce (all employees regardless of residency), not surprisingly, is heavily weighted toward government and services. The government workforce was 222,400 in 2001. The "Services" Sector was composed of 304,500 employees. Together, these two sectors constituted 80.9 percent of all employees, a slightly higher figure than in 1991.³ Outside of the public sector, 14 of the 20 major employers in the District include the District's universities and hospitals.⁴

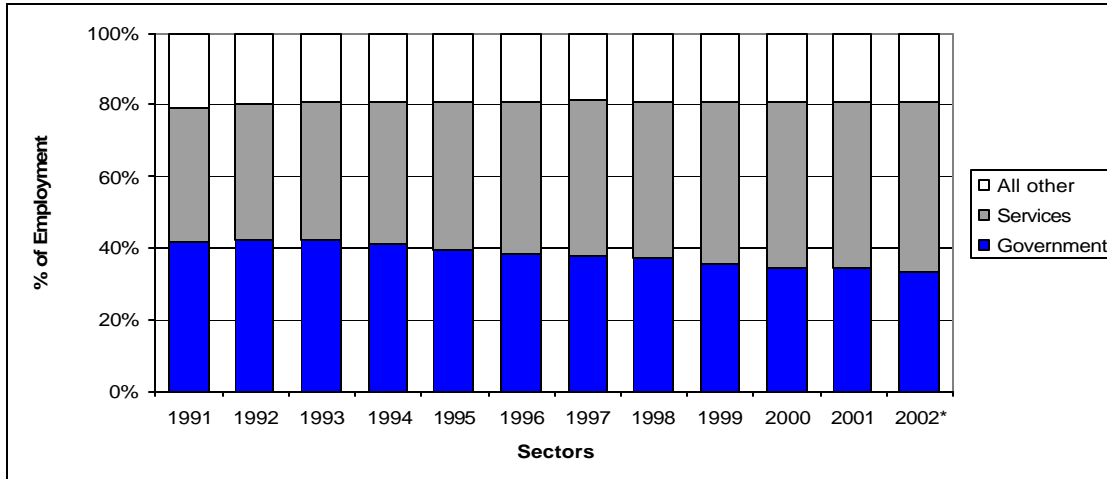
² Department of Employment Services, Labor Market Research and Information, 1991-2001 Labor Force Statistics (<http://www.does.dc.gov/lmi/lfaa.shtm>) and Labor Market Trends, D.C. Department of Employment Services, Office of Labor Market Research and Information, 2nd Quarter 2001.

³ Department of Employment Services, Labor Market Research and Information, 1991-2001 Wage and Salary Employment by Industry and Place of Work (<http://www.does.dc.gov/lmi/dccesaa01.shtm>).

⁴ Labor Markets and Other Economic Trends – a Snapshot, D.C. Department of Employment Services and the Workforce Investment Council, December, 2002.

Over the past decade, there has been a shift in the employment base from government to services, even as the overall size of the employment sector experienced some shrinkage. The figure below shows these changes.

Figure 4: Changes in the District Employment Sector, 1991-2002



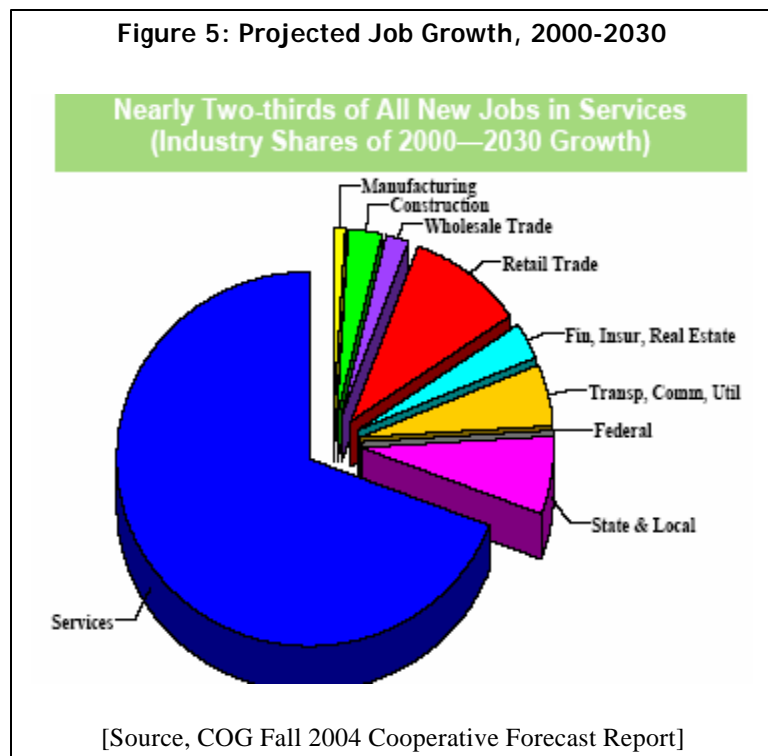
*Note: 2002 data is through October 2002. Source: See footnotes 3 and 4.

Employment and Population Growth

The Fall 2004 Cooperative Forecasting Report for 2000-2030 for the Washington Region issued by the Metropolitan Washington Council of Governments (COG) indicated regional employment will grow by 50% from 2000-2030. As Figure 5 shows, the 2005-2010 period will see the greatest growth with 57,000 jobs anticipated to be added each year between 2005 and 2010. Two-thirds of all new jobs will be in the professional service industries such as: engineering, computer and data processing, business services and medical research.

Collectively, the region's inner suburbs will add the largest number of new jobs by 2030. However, the District of Columbia will continue to have the largest number of jobs of any single jurisdiction and would account for a fifth of the region's employment in 2030. Unfortunately, "job growth"

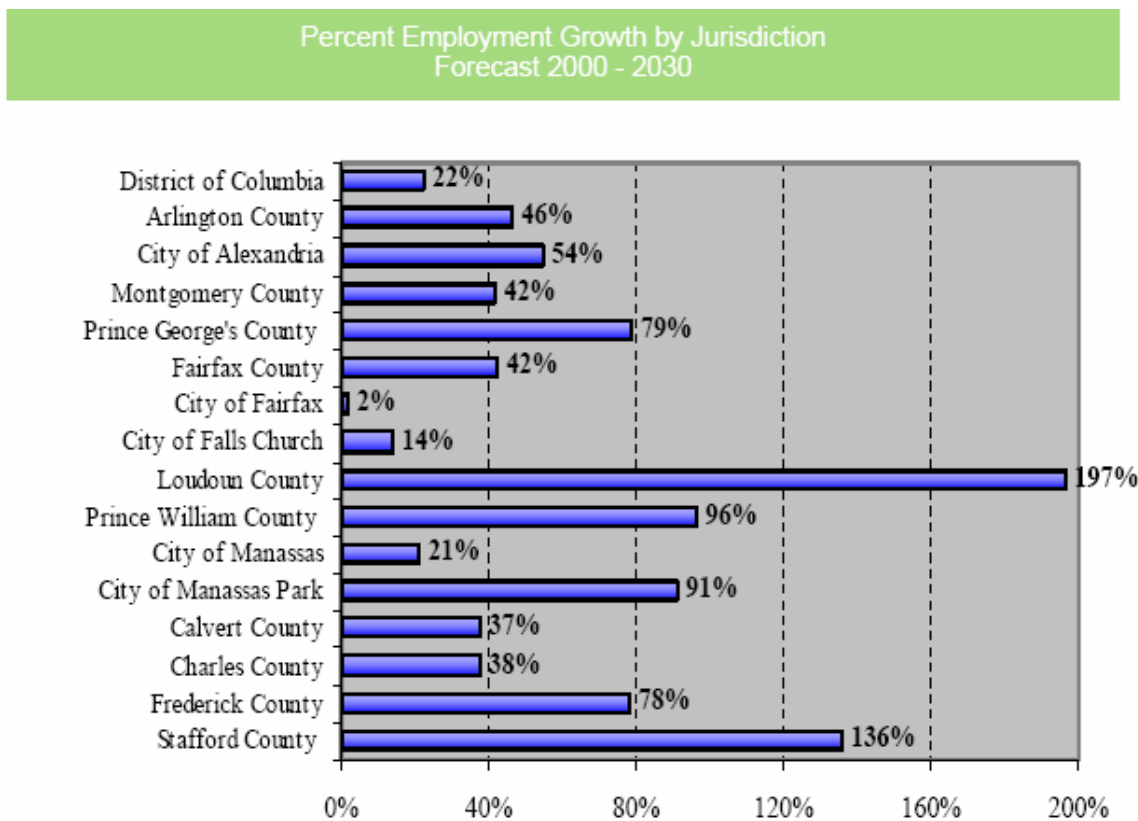
Figure 5: Projected Job Growth, 2000-2030



does not equal an increase in employed DC residents. The types of jobs growing in Washington are in high-tech industries. These professional service jobs require skilled workers. When matched against the education level for some residents of the District, there continues to be a gap between workforce readiness and job availability.

The growth in employment opportunity in the region will be accompanied by an increase in residents, but housing production for the workforce has lagged. It is projected (COG Fall 2004 Cooperative Forecast Report) that 670,000 households will be added from 2000-2030, mostly in Loudoun and Fairfax Counties of Virginia, and in Montgomery County, Maryland. The District of Columbia will experience an end of short-term population loss and will grow by 23% during the forecast period.

Figure 6: Employment Growth, Jurisdiction, 2000-2030



[Source: COG Fall 2004 Cooperative Forecasting Report]

PART III. HOUSING MARKET ANALYSIS

HOUSING MARKET CHARACTERISTICS

The District of Columbia is the center of a housing and economic market that also includes inner core and outer core suburbs in three states: Maryland, Virginia, and West Virginia. During the past five years, the Washington regional economy has outperformed most metropolitan areas nationwide. *Housing in the Nation's Capital 2004*, a study of the Fannie Mae Foundation and the Urban Institute, reports that “Unemployment as of 2003 was the lowest of the nation’s top 100 regions, and employment growth since 2000 has outpaced all but a few metro areas. Growth in federal contracting for defense and homeland security helped the area economy weather the post-2000 economic downturn better than almost any region. And the economic assets of the Washington region are...paying off [in 2004] even more dramatically than a year ago.”

However, the Washington region has paid a price for the continuing strength of economic indicators, in the form of a sharply decreasing supply of affordable housing. Housing production, while increasing in the latter half of the 1990s and the early years of the new century, did not keep pace with population growth experienced across the region during this same time period.⁵ The tight housing market conditions across the region have resulted in rapid increases in both home sale prices and monthly rent levels. While median home prices and average rents have skyrocketed, the number of units that are affordable to low- and moderate-income households has dropped precipitously. The Fannie Mae/Urban Institute study suggests: “Levels of housing hardship throughout the region are high. In 2000, for example, the majority of low-income families struggled with unaffordable housing costs. The trend is on the rise, stretching (and sometimes breaking) the capacity of low-income workers to make ends meet.”⁶ This phenomenon has been especially true in the District of Columbia.

Demographic Update

The Fannie Mae Foundation’s *Housing in the Nation’s Capital 2004*⁷ study notes that “the District is home to only about one in five of the region’s low income households [earning less than 50% of Area Median Income], but it accounts for ...about one in three... of the region’s extremely low income households [earning less than 30% of AMI]. Low-income households account for a disproportionate share of city residents. Fully half of all District households have low income levels.”

Even in a decade in which incomes generally rose throughout the region—and within the District—the number of low income households in the District, especially the number of households living in poverty, continued to significantly underscore the impact that the District’s robust housing market as described above has had on its citizens.

Appendix A shows the District’s concentration of low income households by Census tract, as of the 2000 Census, where “low income” is defined as eligible for benefits of the Community

⁵ *Housing in the Nation’s Capital 2004*, The Fannie Mae Foundation and the Urban Institute, 2004.

⁶ Ibid.

⁷ Ibid.

Development Block Grant program. It also shows the District's concentration of minority households by Census tract.

EXISTING STOCK

According to Year 2000 Census Data, DC had a total of 261,522 occupied or vacant housing units. (See Table 2.) There were 248,338 occupied units, or 94 percent of total existing housing units were occupied. Of occupied units, 147,122 or almost 60 percent were rental units, and 101,216 or 40.7 percent were owner occupied. There were 13,184 vacant units in the District, representing approximately a 5-6% overall vacancy rate in the District of Columbia. Of the total number of vacant units, the vast majority were rental units: 9,675 or 73 percent were rental units, and 3,509 or 26% were units not anticipated for rent.

The 2002 *Rental Housing Survey Report* prepared for DHCD by the Metropolitan Washington Council of Governments (COG) and the Washington Area Housing Partnership report documents the current condition of the District's rental housing market, based on 1,840 responses to the COG survey, representing 22,933 units; it notes the relative shortage of 3+ bedroom ("family-size") units. Studio, one and two bedroom units constituted nearly 94 percent of the District's rental stock.

Table 2: Housing Market Analysis

<i>Housing Stock Inventory</i>	<i>Vacancy Rate</i>	<i>0 & 1 Bedroom</i>	<i>2 Bedrooms</i>	<i>3+ Bedrooms</i>	<i>Total</i>	<i>Substandard Units⁸</i>
Units Rented/Owned						
Occupied Units: Renter		94,192	35,600	17,330	147,122	9,563
Occupied Units: Owner		14,584	21,607	65,025	101,216	5,364
Vacant Units: For Rent	6.2%	6,192	3,483		*9,675	
Vacant Units: For Sale	3.4%	2000	1,,509		*3,509	
Total Units Occupied & Vacant		116,968	62199	82,355	261,522	
Rents: Applicable FMRs (in \$s)		\$992	\$1,124	\$1445		
Rent Affordable at 30%	30%	\$512	\$576	\$705		
And 50% of MFI (in \$s) *	50%	\$857	\$961	\$1,174		
Public Housing Units						
Occupied Units	17729	6627	5459	5643	17,729	
Vacant Units	411				411	
Total Units Occupied & Vacant					18,140	
Rehabilitation Needs (in \$s)		\$8,150,663	\$6,828,934	\$7,049,223	\$22,028,820	

Source: 2000 Census Data; * See Jan '04 vacancy estimate above.

TRENDS IN HOUSING COSTS

Owner-Occupied Housing

Homeownership increased across the District during the 1990s. In 1990, 38.9 percent of District households owned their homes; in 2000, 40.8 percent did. According to data in the Fannie Mae

⁸ Based on an estimate that 6.5% for rental properties and 5.3% for ownership properties are substandard.



publication, *Housing In the Nation's Capital 2004*, the ownership rate grew again between 2001-2003 from 41.9 percent to 43 percent.

Census data showed that the ownership rate rose in every ward, albeit at different paces: in Ward 6, the homeownership rate increased by only 0.7 percent, whereas in Ward 8, it increased by 17.6 percent, far outstripping the rate of increase in other wards. There is, however, a lag in home ownership between the District and the surrounding suburbs; the small increase in homeownership over the decade still leaves DC trailing most suburbs by almost 30 percent in homeownership. (See Table 3, next page, for homeownership data by ward.)

Despite the relatively low homeownership rate, in the past five years, the District of Columbia has witnessed a dramatic and unprecedented escalation in the price of for-sale housing. In the District, the median listing price of for-sale homes has more than doubled since the beginning of the decade:

? Early 2000:	\$175,600
? Mid-2001:	\$213,000
? September 2003:	\$325,000
? September 2004:	\$375,000

Particularly affected in this trend has been the supply of homes valued or for sale at prices less than \$150,000. The number of homes valued at less than \$150,000 (based on self-assessments by owner-occupants) fell from 46,000 to 25,000 between 2000 and 2003⁹, a reduction of 46 percent. This correlates with a 66 percent decrease in listings of homes for sale at prices less than \$150,000 over that same time period¹⁰. In 2003, about six of 10 single family homes sold for more than \$250,000, compared with only three in 10 in 2000.¹¹ Additionally, the share of single-family homes at the highest end, defined here as homes with values above \$500,000, has grown dramatically from 10,800 in 2000 to 23,000 in 2003.

Median home values rose in all wards over the decade, most significantly in Ward 1 (39.9 percent), Ward 4 (24.3 percent), and Ward 5 (31.0 percent). In Wards 2 and 3, where home values already were high, the values did not rise as dramatically. Homes in Wards 7 and 8 also saw a relatively low value increase, as did homes in Ward 6. (See Figure 7, page 13.)

⁹ Data provided by DC Fiscal Policy Institute, January 2005

¹⁰ Data provided by District of Columbia Board of Realtors, 2003

¹¹ *Housing in the Nation's Capital 2004*, The Fannie Mae Foundation and the Urban Institute

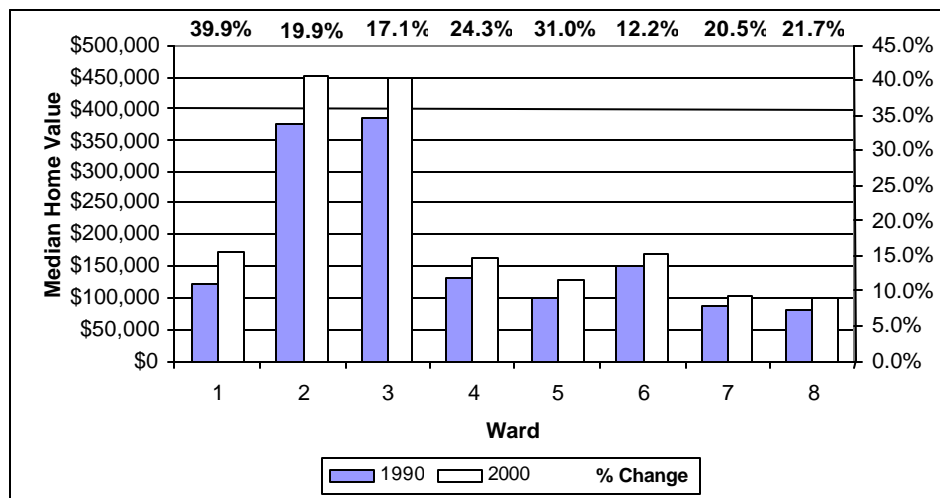
Table 3: Ward-by-Ward Homeownership and Housing Information

Ward	Total			1			2			3			4		
	1990	2000	Change	1990	2000	Change	1990	2000	Change	1990	2000	Change	1990	2000	Change
Year															
Home Ownership Rate	38.9%	40.8%	4.9%	27.2%	28.4%	4.4%	29.7%	32.2%	8.4%	46.6%	49.4%	6.0%	61.1%	61.7%	1.0%
Median Home Value	\$ 123,900	\$ 157,200	26.9%	\$ 122,400	\$ 171,295	39.9%	\$ 376,400	\$ 451,419	19.9%	\$ 383,500	\$ 448,957	17.1%	\$ 131,800	\$ 163,800	24.3%
Ward				5			6			7			8		
Year				1990	2000	Change	1990	2000	Change	1990	2000	Change	1990	2000	Change
Home Ownership Rate				46.2%	49.0%	6.1%	40.7%	41.0%	0.7%	39.3%	41.1%	4.6%	18.2%	21.4%	17.6%
Median Home Value				\$ 99,400	\$ 130,235	31.0%	\$ 151,300	\$ 169,802	12.2%	\$ 86,400	\$ 104,088	20.5%	\$ 80,400	\$ 97,837	21.7%

Ward	Total			1			2			3			4		
	Rent	Share of Total		Rent	Share of Total		Rent	Share of Total		Rent	Share of Total		Rent	Share of Total	
2002 Rental Stock															
0 BR	\$619	20.9%		\$586	25.5%		\$774	32.8%		\$764	29.5%		\$528	14.0%	
1 BR	\$670	46.4%		\$810	52.5%		\$918	39.0%		\$1,022	49.7%		\$573	66.0%	
2 BR	\$904	26.4%		\$1,014	19.0%		\$1,178	21.1%		\$1,461	19.7%		\$660	18.0%	
3 BR	\$1,015	5.6%		\$931	2.9%		\$986	5.5%		\$1,998	1.0%		\$1,190	2.0%	
4 BR	\$1,292	0.7%		\$759	0.2%		\$1,632	1.6%		\$1,500	0.1%		\$530	0.1%	
Ward	Total**			5			6			7			8		
2002 Rental Stock	District FMR	Wage Needed to Afford		Rent	Share of Total		Rent	Share of Total		Rent	Share of Total		Rent	Share of Total	
0 BR	\$748	\$14.38		\$398	16.7%		\$547	13.2%		\$462	2.9%		\$496	1.8%	
1 BR	\$851	\$16.37		\$501	53.9%		\$604	54.0%		\$525	46.3%		\$538	35.1%	
2 BR	\$999	\$19.21		\$676	19.1%		\$816	26.4%		\$634	38.4%		\$717	53.0%	
3 BR	\$1,360	\$26.15		\$990	9.5%		\$1,050	6.2%		\$896	12.1%		\$1,022	9.2%	
4 BR	\$1,642	\$31.58		\$993	0.8%		\$875	0.2%		\$1,415	0.3%		\$1,384	0.9%	

** Data taken from NLHC report, for comparison with ward rents

Figure 7: Home Median Values, 1990-2000



Rental Housing

The cost of rental housing in the District of Columbia has increased at a pace and magnitude commensurate with owner-occupied housing. A 2003 survey of advertised rents in the District showed an increase in average rent costs of 60 percent since 2001, with the following average monthly rent levels for specific size units:

? Studio apartment	\$ 900	increase of 23%
? 1-bedroom	\$1,150	increase of 60%
? 2-bedrooms	\$1,750	increase of 84%
? 3+-bedrooms	\$2,100	not available ¹²

According to a July, 2004 DC Fiscal Policy Institute (DCFPI) the number of apartments with monthly rent levels less than \$500 (the limit of affordability for households earning less than \$20,000 in annual income) fell from 36,374 to 30,920, a net loss to the District of 15 percent of such affordable units, in just the three years between 2000 and 2003.

During the same period, the number of higher-rent units, defined in this analysis as those with gross rent of more than \$1,000 per month, increased by almost 7,000 or 25 percent.

See Table 3, page 12, for rental housing data by ward.

TRENDS IN INCOME GROWTH

Incomes are not keeping pace with the escalation in housing prices. Average wages in the region rose 9 percent between 2000 and 2002, a small increase compared to the cost of housing. In contrast, the fair market rate for the District has increased by 15 percent in just the last two years.

¹² All data shown from Housing in the Nation's Capital 2004, The Fannie Mae Foundation and the Urban Institute, 2004

The regional economy continues a shift away from middle income jobs (traditionally associated with large manufacturing and – especially in the District of Columbia – large government establishments) and toward hospitality services on the low end of the economic scale and professional services on the high end. For the person with limited education and no further training or education, opportunities for entry into the workforce through manufacturing, retail, and construction industries are decreasing.

Data from a variety of sources suggests that many of the non-professional service (hospitals, hotels, restaurants, non-skilled construction labor, retail, clerical etc.) occupations do not pay sufficient wages for job holders to afford a two bedroom unit in the higher-cost parts of the District. For example, *Housing in the Nation's Capital 2004*, provides the following samples of “Occupations by HUD-defined Income Categories for the Washington Region.”¹³

Table 4: Wages of Selected Occupations, 2002

Selected Occupations by HUD Income Categories	2002 Average	
	Hourly Wage	Annual Wage
Extremely Low Income (<30% of area median)		
Parking lot attendants	\$8.13	\$16,910
Food Preparation Workers	\$8.96	\$18,637
Receptionists	\$11.75	\$24,440
Very Low Income (< 50% of are median)		
Bookkeepers	\$15.56	\$32,365
Firefighters	\$20.43	\$42,494
Schoolteachers	\$21.96	\$45,686
Low Income (< 80% of area median)		
Nurses	\$25.83	\$53,731
Librarians	\$26.10	\$54,288
Financial Analysts	\$32.00	\$66,560
Moderate/Middle Income (<120% of area median)		
Pediatricians	\$41.28	\$85,862
Computer system managers	\$46.38	\$96,470
High Income (> 120% of area median)		
Lawyers	\$55.21	\$114,837
Chief executives	\$66.55	\$138,424

Sources for data in table: US Bureau of Labor Statistics, Occupational Employment Statistics, 2002; US Dept. of Housing and Urban Development for income categories. Note: Income categories assume a family supported by one full-time worker in that occupation.

The shift in the composition of employment toward the professional service sector has significant implications for housing affordability. According to the National Low-Income Housing Coalition, a household would have to earn an hourly wage of \$14.38 to afford a studio apartment, \$16.37 to afford a one bedroom apartment, \$19.21 to afford a two bedroom apartment, and \$26.15 to afford a three bedroom apartment at current Fair Market Rents. In 2000, the wages needed to rent those same units were \$14.13 for a one bedroom apartment, \$16.60 for a two bedroom apartment, and \$22.62 for a three bedroom apartment. (The 2000 NLIHC report does not show the wage needed to afford a studio apartment.) However, the 2001 National Compensation Survey for the Washington, DC Metropolitan Area¹⁴ shows that many

¹³ *Housing in the Nation's Capital 2004*, The Fannie Mae Foundation and the Urban Institute

¹⁴ “Washington-Baltimore, DC-MD-VA-WV National Compensation Survey, April 2001”, Bulletin 3110-39, U.S. Department of



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service sector jobs do not provide wages at even those levels. According to this survey, the mean hourly earnings for the following service positions in the Washington metropolitan area range from \$9.45 to \$16.26.:

? Cooks - \$9.45	? Insurance adjusters, examiners, and
? Nursing aides, orderlies - \$10.50	investigators - \$12.76
? Janitors and cleaners - \$9.64	? Correctional institution officers - \$16.26
? Secretaries - \$16.13	? Hotel clerks - \$8.38
? Receptionists - \$10.23	? Child care workers - \$11.17

Clearly, there are higher-paid earners in the District's service sector who can afford housing. For example, management analysts earn \$31.50 an hour; office supervisors earn \$19.72 an hour; telephone line installers and repairers earn \$21.98 an hour. Nonetheless, in an economy made up heavily of non-professional service sector workers, the increase in housing costs combined with stagnant wages means that housing is increasingly more expensive for low (and no) wage earners.

Housing Cost and Household Income Mismatch: Housing Cost Burden

Finding affordable housing is increasingly difficult for a large segment of DC residents. According to the 2000 Census data, forty-five percent of DC households earn less than thirty-five thousand dollars (\$35,000), which translates to an hourly rate of \$16.83. According to the census rental data in 2000, \$16.83 an hour would not cover the cost of rent for a two bedroom unit at either the Fair Market Rent or Metropolitan Washington Council of Governments (COG) rent standards. By 2002, according to the Bureau of Labor Statistics, 54.4% of the Washington, DC region's workforce earned less than the housing wage. A family had to earn \$22.25 per hour (\$46,280) in 2002 in order to afford the average priced apartment in the COG region.

Housing data from the DC Fiscal Policy Institute demonstrates the specific magnitude of housing cost burdening in the District—defined as paying more than 30% of monthly income for housing costs – and the extent to which the problem is growing larger in the first decade of the new century;

In 2003:

- ? 88,000 households in the District (37% of total) were cost-burdened.
- ? These included 61,500 renter households (46% of renters) and 26,500 homeowners (26% of homeowners)
- ? Half of all cost-burdened households, 44,000 were “severely” cost-burdened (paying more than 50% of income for housing costs); including
 - ? 34,000 renter households severely cost burdened (25.5% of all renters) and
 - ? 10,000 homeowners severely cost-burdened (10% of homeowners).
- ? 80% of all extremely low income households (income less than 30% of area median income) were cost-burdened; 60% were severely cost-burdened.

Labor, Bureau of Labor Statistics, December 2001.



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- ? Correspondingly, 75% of all the cost-burdened households were extremely low income (income less than 30% of area median).
- ? As recently as 2000, only 30% of all District households were cost-burdened; and only 13% were severely cost-burdened.

As these data show, extremely low-income households are by far the most housing cost-burdened of all District households. Four out of five households with income below 30 percent of AMI (\$25,440 for a 4-person household) have unaffordable housing cost burdens.

The extent of cost-burdening diminishes rapidly among higher income groups. Fifty-five percent of households earning less than \$35,000 are cost-burdened, versus only 7 percent of households earning more than \$35,000.

Similarly, 24 percent of all home-owning households pay more than 30 percent of income in housing costs. Fifty seven percent (57%) of home-owning households earning less than \$35,000 are cost-burdened, while only 13 percent of home-owning households earning more than \$35,000 being cost-burdened.¹⁵

Result of Cost-Burdening: Over-crowding

The extent of housing cost burden currently existing has resulted in high levels of over-crowding in housing units throughout the District, particularly in areas of high concentrations of lower income households. Nearly 13% of the District's rental units are crowded and 8.1% are severely crowded. In 1990, by comparison, only 8.2% of the District's renters were crowded and 4.4% were severely crowded.¹⁶

Of course, the above analysis assumes that such apartments are available at either COG-reported rents or the Fair Market Rent. The COG's study indicated that overall rental vacancy rate is 3.4 percent, although the Census reported a rental vacancy of about 6 percent. The COG rental vacancy figure ranged from 1.9 percent in Ward 2 to 8.1 percent in Ward 8.

EXISTING SPECIALIZED AFFORDABLE HOUSING STOCK

Project-Based Federally Subsidized Housing

Among the District's long-term resources for rental housing affordable to low-income households are the nearly 10,000 units of privately owned rental housing rendered affordable by federal subsidies from the Department of Housing and Urban Development (HUD). In the real estate markets the District experienced prior to 1995, even expiration of these subsidies would not have been seen as a threat to affordability, since landlords had ample incentive to engage with HUD in renewed subsidy contracts. In the current real estate market, however, landlords have little market incentive to renew subsidy contracts, since the properties with those contracts have themselves increased in value so markedly. Therefore, there is a great vulnerability to the loss of these units, as subsidy contracts expire. Between 2004 and 2008, fully 5,665 such

¹⁵ All data provided by DC Fiscal Policy Institute, January 2005

¹⁶ Decennial Census of Housing, U.S. Census Bureau. See <http://www.census.gov/hhes/www/housing/census/historic/crowding.html>

housing units are threatened with the loss of federal subsidies that have rendered them affordable as subsidy contract expire.¹⁷ Should the owners of these properties not see fit to engage in new federal subsidies for these properties, this would represent a significant loss to the already diminishing supply of affordable housing in the District.

Housing Suitable for Persons with Disabilities

The District of Columbia Housing Authority (DCHA) is currently midway through a six-year program to produce housing units for low income persons that meet the standards of the Uniform Federal Accessibility Standards (UFAS). As of this writing (2/05) 326 such units have been completed and are available for households that include one or more persons with accessibility requirements. DCHA has committed to producing a total of 565 UFAS accessible units by the completion of this program in 2007.

DCHA tracks the number of low-income households on its waiting list for affordable housing whose members include one or more persons needing accessible housing accommodations. At this writing, the number of such households is 100.

Data from DCHA on the available stock of and community needs for housing accessible to disabled persons are likely not exhaustive of the entire stock of and need for accessible housing in the District. The data, however, are representative of the stock and needs for low-income households, a large percentage of whom are either housed in DCHA housing units or on the waiting list for such units.

Public and Assisted Housing

The agency with responsibility for ownership and management of public and assisted housing in the District of Columbia, including administration of the District's Housing Choice Voucher (Section 8) Program, is the District of Columbia Housing Authority (DCHA). DCHA is committed to increasing housing availability for families at or below 30% of AMI and 50% of AMI, and is also committed to improving housing opportunities for elderly persons and persons with disabilities. DCHA entered into two Voluntary Compliance Agreements with HUD to ensure the Authority's compliance with Section 504 of the Rehabilitation Act of 1973, the Americans with Disabilities Act, and the Fair Housing Act. DCHA has a transition plan agreed to by HUD for modification or construction of accessible units and common areas to meet needs of persons with disabilities and Uniform Federal Accessibility (UFA) Standards. DCHA has also revised key policies and administrative practices to ensure that persons with physical and mental disabilities are reasonably accommodated. DCHA has committed to producing a total of 565 UFAs accessible units by the completion of the program in 2007. In its 2006 plans for capital improvements, DCHA included a request for funding accessibility improvements for 600 public housing units. (See also Appendix E, ***DCHA Two-Year Plan***)

According to the ***Moving To Work*** (MTW) Demonstration Plan, (See Appendix F) in FY 2004, DCHA served 7,203 households in public housing units and administered Housing Choice Vouchers (HCV) for another 9,249 households. DCHA's inventory consisted of 9,219 public housing units and 9,355 Housing Choice Vouchers. Despite its capacity to serve more than

¹⁷ Housing in the Nation's Capital 2004, The Fannie Mae Foundation and the Urban Institute

18,000 households, the DCHA waiting list shows that the families seeking affordable rental housing – whether DHCA or private market – could populate a second DCHA. Table 5 describes households on the waiting list for public housing. In addition to these 17,374 households, there were over 26,000 households on the waiting list for Housing Choice Vouchers.

Table 5: Housing Needs of Families on the Waiting List for Public Housing

	# of families	% of total families	Annual Turnover
Waiting list total	17,374		Approximately % annually
Extremely low income <=30% AMI	17,006	97.8%	
Very low income (>30% but <=50% AMI)	330	2%	
Low income (>50% but <80% AMI)	38	0.2%	
Families with children	14,137	81%	
Elderly families	110	0.63 %	
Families with Disabilities	3,114	18%	
Race/ethnicity Black	16,750	96%	
Race/ethnicity Latino	295	1.5 %	
Race/ethnicity Asian	95	0.5 %	
Race/ethnicity Am. Indian	37	0.2 %	

Maintaining Condition of Existing Public Housing Stock

DCHA has addressed the need for improved asset management by training property and maintenance staff; enhancement to DCHA inspection and preventive maintenance programs; and by contracting the management of a limited number of developments to private management entities. Currently, nine developments are under private management.

The DCHA ensures that its public housing units are maintained and operated by private property management firms in accordance with applicable federal requirements. The DCHA has also adopted a broader definition of asset management; that is, the process of ensuring that the real property assets of the DCHA are acquired, improved, held, and disposed of as efficiently as possible so that the full value of the assets are realized.

Strategy for Improving Public Housing Units

Responsiveness to Housing Needs: DCHA has improved unit turnaround time; is pursuing new units through both acquisition and redevelopment; and has broadened choice through aggressive efforts to secure new landlord participants in the Housing Choice Voucher Program as well as increasing quality affordable housing units through project-basing Housing Choice Voucher resources.

Under the Move-To-Work (MTW) designation, DCHA has the flexibility to designate certain mixed-population buildings as elderly-only buildings. Previously designated properties include the elderly building at Wheeler Creek and Edgewood Terrace. Three more have recently ('04-'05) been designated: Carroll Apartments, Knox Hill and Regency House. Additionally, once constructed, the buildings associated with HOPE VI projects at Henson Ridge, Capitol Gateway and Arthur Capper-Carrollsborg will be designated as elderly-only.

Capital improvements will put an emphasis on the modernization and upgrade of mechanical and electrical systems to ensure they are in peak working condition. DCHA is applying to use capital budget funds in 2006 for improvements to 2,153 rental housing units, and to increase accessibility and range of housing for over 500 special needs units.

Assessment of Units to be lost from Assisted Inventory

As part of an aggressive redevelopment program affecting nearly 2,000 units of housing, DCHA has demolished or will demolish and redevelop severely distressed public housing developments. As stated in the MTW Plan (page 9, Appendix F), the number of public housing units and households served in public housing will decline slightly due to on-going HOPE VI relocation, redevelopment and homeownership activities. However, with an increased number of HCV vouchers in use the total number of households served will increase somewhat. A new HOPE VI redevelopment effort is being funded in FY 2005 along Benning Road, NE including Eastgate Gardens. However, DCHA is not pursuing conversion of public housing units to tenant-based assistance.

Strategy for Improving Authority Operations

Financial Resources: The Authority's financial health is sound. The reserve level is such that DCHA can respond to an emergency situation or unusual circumstance without threat to the provision of routine services. In addition, the DCHA has established three primary goals for improving financial management: strengthen financial operations to ensure accuracy of financial data and management control; optimize financial management operations to increase efficiencies and customer satisfaction and decreasing costs; and, improving financial performance reporting to better support management decisions and to ensure compliance with standards issued by the Governmental Accounting Standards Board (GASB).

Operations and Management Policies: DCHA has a comprehensive set of policies and procedures related to the operations and Housing Choice Voucher programs in support of its overall mission to enhance the quality of life for its residents and effectively manage affordable housing in the District of Columbia. The DCHA has established operating procedures to sustain an unqualified opinion on the annual independent audit and to aggressively resolve all findings; has implemented internal and external monitoring standards for each major program function; and through direct internal audit activities aimed at increasing efficiency, economy and effectiveness of operations.

Eligibility, Selection and Admissions: DCHA is and will continue to assess and modify its regulations governing eligibility, selection and admissions, in concert with stakeholders and residents in accordance with the public notice and documentation requirements of the District of Columbia.

Rent Determination Policies: Strategies aimed at decreasing the concentration of families living in poverty include seeking to increase the number of landlords throughout the District of Columbia willing to rent to participants of the Housing Choice Voucher Program; giving preference for 50 percent of available units to working families; and implementation of market-based flat rents, as required by the Quality Housing and Work Responsibility Act of 1998 (QHWRA).

Grievance Procedure: DCHA's Office of Fair Hearings provides a comprehensive grievance procedure for Public Housing applicants and residents. The grievance procedures for the HCVP applicants and residents are governed by the Housing Choice Voucher compliance department.

Description of Services to Public Housing Residents

Direct Community Services Programs: The Housing Authority directly administers the following programs for services to residents of public and assisted housing:

- ? HOPE VI-funded community and supportive services programs in three communities, namely, Wheeler Creek, East Capitol/Capitol View Dwellings, Frederick Douglass/Stanton (Henson Ridge) and Arthur Capper/Carrollsborg.
- ? DCHA has received approval for elderly only designation of Edgewood Terrace (292 units), Wheeler Creek (100 units), and East Capitol (90 units), as part of its HOPE VI development. For the coming year, DCHA proposes to designate as elderly only Knox Hill, Carroll Apartments and Regency House;
- ? Family Self Sufficiency programs offered through the Housing Choice Voucher program;
- ? Programs funded by operating subsidy and Capital Fund management improvement funds which include organizing and overseeing fair and successful resident council elections, resident council and officer training, outreach to local businesses and charitable organizations to provide direct assistance to residents and support of specialized activities to benefit residents; and
- ? Support of the administration of various Resident Opportunities for Self Sufficiency (ROSS) grants by resident councils.

In addition, DCHA sponsors the provision of service programs offered by other organizations using DCHA facilities. Supportive or enrichment services are offered at forty-seven of DCHA's properties and the variety of programs available at these locations is wide-ranging. Government agencies, non-profit, and faith-based organizations are among the entities that currently provide these programs, including: Boys and Girls Clubs of America, Urban Family Institute, and the Alliance of Concerned Men. The DCHA subsidiary, Community Vision, Inc. seeks to be a facilitator and manager of service providers in an increasingly seamless and integrated manner.

In FY 2005, DCHA applied for a ROSS grant for \$1 million to establish a Family Enhancement and Development Center. If the ROSS funds are awarded, DCHA will be able to bring a network of human services to provide assessment, counseling and referral, collaborative case management, workforce preparation services for unemployed residents, links with skills training in growth industries, personal development training, adult literacy, options to antisocial behaviors and gang membership, parenting assistance to young fathers and mothers, and faith-based partnerships in a single point of entry for public housing families at Lincoln Heights and Richardson Dwellings in need of wraparound services. These two public housing communities are among DCHA's most troubled.

Home Ownership: DCHA has created or will create homeownership opportunities for more than 1000 families through conversion of scattered sites, redevelopment, HOPE VI, and its Housing Choice Voucher Programs (HCVP). In 2005, the DCHA HCVP homeownership program had 330 families participating in preparatory housing counseling, and another 1755 families who had formally expressed an interest in participating. (MTW-Appendix F)

Crime and Safety: Improved public safety continues to be a priority of DCHA through a partnership with the DCHA Office of Public Safety and the Metropolitan Police Department.

See the attached Appendices E and F for more complete information on DCHA plans and activities.

HOMELESS FACILITIES

It is estimated that there are 3,807 homeless individuals and 538 homeless families in the District of Columbia (per Table 11 below). The current inventory of facilities includes:

- ? 38 emergency shelters offering 52 programs (e.g., overnight vs. 24-hour; individuals vs. families).
- ? 76 transitional housing facilities offering nearly 2,300 beds, with five more programs under development.
- ? 43 permanent supportive housing facilities offering nearly 9,000 beds, with five more under development.

Appendix C contains detail on the various homeless facilities operating in the District of Columbia.